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**SLE**

**Armutsmindernde Wirkungen ausgewählter  
Vorhaben des deutschen EZ-Portfolios in  
Burkina Faso**



Studie des SLE im Auftrag des Bundesministerium für wirtschaftliche  
Zusammenarbeit und Entwicklung/BMZ

# **Armutsmindernde Wirkungen ausgewählter Vorhaben des deutschen EZ-Portfolios in Burkina Faso**

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## Executive Summary

International development cooperation (DC) is undergoing a constant process of reformation since the end of the 1990s: orientation towards the Millennium-Development-Goals and national poverty reduction strategies, improvement of aid effectiveness and, subsequently, results orientation are increasingly moving to the centre of political development cooperation. German evaluation strategies, too, have come to be more results-oriented. In this context, the Federal Ministry for Economic Cooperation and Development (BMZ) introduced a new type of evaluation in 2006: the country programme evaluation, which aims at analysing the aggregate German DC-portfolio (GTZ, KfW, DED, InWEnt, CIM) in a country. Such a country programme evaluation was conducted in Burkina Faso in 2007.

In this context, BMZ commissioned the Centre for Advanced Training in Rural Development (SLE) to conduct a pre-study in order to analyse the effectiveness and poverty orientation of bilateral DC activities, focusing in particular on the target group level in the Southwest region. The results are to be incorporated in the country programme evaluation and to contribute to the improvement of the strategical alignment and the effectiveness of bilateral development interventions, the priority areas 'Agriculture and Sustainable Resource Management', 'Decentralisation and Community Development', and 'Combating HIV/AIDS' being the centre of attention. The SLE study was implemented in cooperation with the University of Ouagadougou.

### Results Assessment and Poverty Alleviation

The study examines the results that are induced by the selected development activities and lead to changes in the poverty situation of the people in the Southwest region. In order to detect the causal relationships of different results, the results concepts of OECD/DAC and BMZ were applied.

The country programme evaluation (LPE) examines the effectiveness of German bilateral development activities concerning the evaluation criteria relevance, effectiveness, efficiency, impact, sustainability, as well as coherence and coordination. The SLE pre-study concentrates particularly on the criteria effectiveness, impact, and sustainability.

The analysis carried out within the scope of the SLE study is based on the five core dimensions of human well-being, as defined in the OECD/DAC Guidelines on Poverty Reduction (OECD/DAC 2001):

- The ability to achieve an income (economic dimension)
- Human rights and political participation (political dimension)
- Access to health services, education, safe water, sufficient food and suitable housing (human dimension)
- The ability to react to economic or other external shocks (protective dimension)
- The possibility to participate in social life (socio-cultural dimension)

These five dimensions of the poverty pentagram are closely connected and intertwined with the issues of gender equality and conservation of the natural environment. Poverty alleviation, or more generally, development takes place if one of the dimensions is strengthened, or rather if capacities within the respective dimension are enhanced. The Burkinabè poverty reduction strategies are also based on a multidimensional understanding of poverty.

### **Methodological Implementation**

First, poverty-reducing results were formulated as assumptions for each of the programmes, taking into account the respective programme planning documents, and then, for each programme, attributed to the five dimensions of poverty. This allows to systematically assess the assumed contribution of each intervention towards poverty alleviation.

A trend analysis was conducted in all rural programme locations with the purpose of assessing both the interventions of other donors and external factors. Through this, general changes and their causes could be identified and attributed to the intervention. This was necessary in order to not overlook unintended or negative results and further allowed to assess the subjective opinions the people concerned had about the development processes that had taken place.

In order to obtain information on how conditions were prior to an intervention, statistical data from the national statistics institute were consulted. With this data, however, only general developments on the regional level could be revealed, thus creating a frame of reference for the collected data.

In personal interviews or in group interviews, the target groups of the development activities were asked about the changes that had taken place during the programmes. The initial situation was reconstructed by asking retrospective questions. In the case of completed programme activities, changes that were still lasting were enquired.

All evaluations were always triangulated: perceptions of different actors, expert interviews, own observations were included and compared with other relevant qualitative and quantitative data.

With the expert and group interviews, a total of 471 persons were interviewed during the data collection. Further including the number of persons that took part in trend analyses, an aggregate of 544 people were questioned.

### **The Region Southwest**

Burkina Faso is one of the poorest countries in the world and ranks last but one in the Human Development Index table 2007/2008. In the region Southwest in particular, the poverty rate has risen from 44.8 per cent (1994) to 56.6 per cent (2003) (MEDEV 2005).

The region Southwest shares a border with Côte d'Ivoire in the south and Ghana in the east, with a total population of 624,056 inhabitants according to the 2006 census. Young men migrate temporarily to Côte d'Ivoire or Ghana to work there for some years in order to earn a living for them and their families. Growing population pressure and increasing landlessness in the country's former cotton belt further lead to an internal migration where mainly migrants belonging to the ethnic group of the Mossi settle in the region Southwest.

The region's vegetation is dominated by humid savannah. Farming is mainly on subsistence level, additionally small amounts of cash crops – primarily cotton and yams – are grown. The region is scarcely equipped in terms of agricultural resources: According to the *Enquête Permanente Agricole* only 16 per cent of allotments (Burkinabè average: 52 per cent) are tilled with a plough. Other determinants such as hybrid seeds and fertiliser are only insufficiently at disposal, well below the national average. Only about 3 per cent of households took out a loan in the last twelve months (INSTITUT NATIONAL DE LA STATISTIQUE ET DE LA DÉMOGRAPHIE, INSD 2006). This is because of the insufficiently developed lending system.

Agricultural yields can only be maintained in the long run if sufficient measures are taken to avoid soil degradation. This is particularly important in water catchment areas, where heavy rainfall in combination with sloping ground leads to soil erosion and at the same time seeds get washed away from the fields. Soil stabilisation in the form of stone walls is a possibility of preventing erosion processes.

In April 2005, the Burkinabè decentralisation reform was extended countrywide, as of now including 351 municipalities and 13 regions, and since 2006 there are elected municipal structures in rural municipalities, too. In the region Southwest, the number of urban municipalities with elected representatives has increased, thus providing more new potential partners for the municipal investment fund.

In the 2003 health statistic, the HIV prevalence for the region Southwest is at 3.7 per cent – higher than in the country's other regions.

### **Development Interventions selected**

In the priority area Agriculture and Sustainable Resource Management the following development interventions were selected:

- **Projet Petits Barrages dans le Sud-Ouest (PEBASO):** PEBASO, implemented in south-western Burkina Faso from 1991 to 2003, aimed at the valorisation of smallholder irrigation scheme perimeters through communal user groups. Between 1950 and 1965, several small reservoir dams were constructed. A generation later, their physical condition had deteriorated considerably due to lacking maintenance and repair. During the project cycle the existing hydro-engineering infrastructure was repaired and in some places extended. Target group were the producers on the irrigated farmland around the reservoir and abutting owners such as fisher folk.
- **Projet de Développement Rural dans les Provinces du Poni et du Nounbiel (PDR-Poni) :** This German-Burkinabè project, implemented in the provinces of Poni and Nounbiel from 1996 to 2003, aimed at raising the population's income through the sustainable and efficient use of natural resources. Protection against erosion was effected through soil stabilising measures in the form of stone wall constructions, and soil fertility was improved through the installation of compost pits. The target group consisted of rural population from six départements of the two provinces.
- **Programme Développement de l'Agriculture (PDA):** The PDA exists since 2004 and is being executed in the regions Southwest and East. Aim is to raise income and at the same time improve the quality of people's diets in selected rural areas. The focus is on supporting market oriented production and the processing of products in selected value chains. Food security is promoted by offering assistance with measures against soil erosion and compost pits.

In the priority area Decentralisation two funds were assessed:

- **Fonds HIMO (Haute Intensité de Main d'Œuvre):** The Fonds HIMO scheme runs since 2001 (HIMO I). It aims at improving the quality of life of the rural population through temporary, work-intensive construction measures, in particular through the construction of non-classified dirt roads. This it meant to create short term income possibilities for the poor. The roads are supposed to allow for a year-round transport connection to important infrastructures and market places.

Marketing is a problem, particularly for the recipients in PEBASO and PDA/value chains. So far, the PDA/value chains-producers do not bring their goods to market in bulk, but sell the produce in small quantities. An unintended positive result that arises from this is the creation of sources of income for women who usually take care of small scale selling.

To which extent the activities have contributed to an increase in household income is difficult to judge. For PDA/value chains no conclusion concerning the income development can be drawn yet. For the resource protection and -intensification programme PDA, it was realised that the anticipated increase in income could not be attained yet. Reasons are to be found in logistical problems the programme is facing and a too optimistic estimation of the work force capacity of the recipients. With PDR-Poni and PEBASO a large part of the interviewed recipients could improve their income. The additional income was mainly spent on food and for household items for daily use, but also for purchasing agricultural means of production.

By enabling the possibility of participation and involvement in planning and decision-making processes on the local level, the target groups were strengthened in their participation abilities, thus increasing their **political capacities**. In the case of PDR-Poni, however, the sustainability of this positive result seems questionable for several reasons. The bulk of people interviewed were largely unaware of how decentralised village development structures function. Further, the initialised village planning process has come to a standstill.

In the sphere of **human capacities** an improvement in food security, adult literacy, the possibility of primary school attendance, and health are apparent. In the cases of PDA/catchment areas and the completed PEBASO project, the prerequisites for long term effects (impact) were partly not fulfilled. Particularly for PEBASO, faced with decreasing yields and inactive producer groups, it is questionable how sustainable the positive results are.

The assessed activities have contributed to a risk reduction regarding climatic variation, soil degradation and economic crises, thereby strengthening the **protective capacities** of the target group. The activities supporting irrigation have shown particularly good results. While in 2003 there was a dry spell in the whole southwest causing a famine, the assessed project areas were hardly affected. Further, all activities have led to an improvement of soil fertility. This meant that the vicious circle of population pressure, soil degradation, and food insecurity could be effectively addressed in some locations. The broad effect of stone wall constructions is clearly restricted by the dependency on truck transports for the heavy stones. The transport is organised and subsidised by the respective programme – a service that farmers left on their own after the project ends cannot afford.

- **FICOM (Fonds d'Investissement Communal)**: The municipal investment fund FICOM started in 1997 and its objective is to improve the economic and social situation of municipalities through the construction of communal infrastructure (e.g. site development for housing- and business areas, agricultural areas, market construction, commercial premises, bus stations, schools, community centres).

Furthermore **PROSAD (Programme Santé Sexuelle et Droits Humains)** was chosen, a programme that deals with the issues of sexual health, human rights/women's rights, and fighting the dangerous forms of child labour, and child trafficking. The study only assessed that part of the activities on combating HIV/AIDS that was connected – in the sense of mainstreaming – with the selected programmes.

### **Results of Development Interventions in the Logical Framework of the Poverty Pentagonram**

The summary of the findings of the results analysis follows the logical framework of five dimensions of poverty as poverty alleviation can be characterised as a fortification of the economic, human, protective, socio-cultural, and political capacities of the target group.

### **Priority Area Agriculture and Natural Resource Management**

In the range of the **economic capacities** the agricultural support activities have resulted in manifold results in this area. Improvements in access to advice, loans, and production facilities as well as an increase in yields and income of the recipients can be observed. Concerning the access to participation in these activities it appears that the share of poor people within the producing recipients in PDA/value chains and PEBASO is way lower than in PDR-Poni and the resource protection and -intensification programme PDA.

As for the promotion of an improved availability of loans for producers, so far there are only short term effects. Very positive, however, is the fact that PDA managed to facilitate the access to loans for the recipients in the banana-, poultry keeping-, and maize-value chains.

Access to seeds, fertiliser, and other production facilities was largely expressed as being a problem by the farmers interviewed. PDA tried to positively influence the supply structure for production facilities during the initial programme phase.

All assessed activities have contributed to an increase in yields. In some cases the yields have decreased considerably after the activities expired. Reasons for the decreases in yields in PEBASO are the inadequate access to fertiliser as well as a lack of advice after the project ended.



In all cases, the development activities have contributed to short- and medium term strengthening of the **socio-cultural capacities** through the installation and support of organisations. But because many production groups and -organisations do not work, the long term success and sustainability of positive results is questionable. This is particularly relevant in the case of PEBASO. In addition, external influences in the marketing strategy and climatic risks have to be considered.

### **Priority Area Decentralisation and Municipal Development**

The assessed financial cooperation activities in the priority area Decentralisation and Municipal Development aim particularly at increasing the economic potential of municipalities and their inhabitants. The economic and political dimensions of poverty alleviation were more prominent here, whereas the observed results in the human and socio-cultural sphere were less pronounced.

The strengthening of **economic capacities** deriving from the construction of infrastructure are generated through salary payments from the construction work on the one hand, and on the other they are long term effects (impact) that originate from the linking and strengthening of economic cycles.

Dirt road construction was mainly carried out by young men, whereas women had only very limited or no access at all to it. Altogether, the income that was generated through road construction had a positive effect on the economic capacities of the rural population. The construction of rural roads as well as the construction of urban infrastructure strengthened local, regional, and supra-regional economic cycles. The new roads improved the access of the rural population to markets on the one hand, and on the other the access to the villages was facilitated for buyers. Still, for the rural communities the lack of transport facilities and the complete absence of public transport services is a crucial bottleneck for further development of their economic potential. Urban infrastructures contributed to a strengthening of the regional business location and the generation of municipal revenues led to increased economic capacities of urban municipalities. In municipalities where both urban infrastructure and rural roads were constructed, the two activities led to positive mutual synergy effects.

In the sphere of **political capacities** positive results were found both in the FICOM and in the Fonds HIMO. Both programmes apply conditionalities in form of participatory planning processes for the allocation of their funds. In the context of infrastructure construction the implementation of participatory planning on municipal level was increased. This led to a short term, enhanced political participation capacity of individual citizens on the municipal level. However, it is not possible to judge unequivocally if the assessed activities really lead to a sustainable strengthening of participatory involvement of the population, or if the observed participatory processes

were merely instrumentalised for the application for funds. Further, it was ascertained that the strengthening of the political capacities of a municipality to run and sustain their infrastructures is an important prerequisite for the generation of direct results. In order to ensure the sustainability of activities, the strengthening of this dimension has to be considered as vital.

Positive results can also be ascertained with regard to the strengthening of **human capacities** through the assessed programmes. The construction of rural roads contributed on the one hand to reducing the risk of injuries for women transporting heavy loads. On the other hand, the Fonds HIMO had positive effects on the access to the health- and education system. Within the context of FICOM, human capacities were strengthened through the construction of education facilities.

Although neither of the two activities' results hypotheses explicitly aims at strengthening **socio-cultural capacities**, some unintended positive results were ascertained here. Because of the fact that rural municipalities in the assessed area are isolated for geographic reasons, the newly constructed dirt roads contribute to better societal participation opportunities. They encourage the fostering of social contacts and make the access to villages easier for visitors. For the strengthening of protective capacities no direct effects were measured.

### **Mainstreaming HIV/AIDS**

A multitude of international and national actors are engaged in combating HIV/AIDS in Burkina Faso. In the villages assessed, the results could not clearly, or solely, be related to the interventions of the German-Burkinabè programmes. In the cross-cutting topic HIV/AIDS, the findings of the study are concentrated on the human and the socio-cultural dimensions of poverty.

**Human capacities** are understood here as the access to education and health; in the case of HIV/AIDS, the knowledge about ways of transmission and diagnosis possibilities and facilities in case of a possible infection are of particular relevance. From existing data, the tendency can be derived that the knowledge about HIV/AIDS in the region Southwest has increased. The prerequisite for such knowledge is access to information. The study ascertained that women and men did not take part in sensitisation activities to the same degree: the access to information about HIV/AIDS is more difficult for the women than for the men. In the interviews conducted it showed that the majority of people interviewed knew at least two possible ways of transmission and possibilities to prevent an HIV infection. However, differentiated by gender it becomes apparent that men are better informed than women and that women predominantly gave incomplete or even wrong answers concerning the ways of infection.

Altogether it can be stated though that the sensitisation activities have led to a better knowledge about ways of transmission.

The strengthening of **socio-cultural capacities** in the area of HIV/AIDS is mainly related to the integration of HIV positive people. If their relatives and friends are willing to support and integrate them, their chances to further participate in society are maintained. The majority of people interviewed had a positive attitude towards HIV positive people; many of those interviewed were prepared to help integrate and support them.

### **Final Comments and Conclusion**

The aim of this study consists in assessing the poverty alleviating results of selected German bilateral development interventions and consequently contribute to the country programme evaluation.

Our examination comes to the conclusion that all of the examined development activities have evolved results. Negative results were not detected. The assessed activities however do not all aim equally consequently at the improvement of the respective dimensions of poverty. They have contributed to a strengthening of the particular dimensions to a varying extent, respectively accounting for a varying degree of poverty alleviation.

The results of the study can contribute to a realistic understanding of results on target group level. The findings are therefore an important contribution for the country programme evaluation that the BMZ conducted in 2007. Through this study, the knowledge about poverty alleviating results was deepened and can also be used for further strategical orientation of German development cooperation in Burkina Faso.